

13 Feb 69 - for DTR fr C/CT Program, subj: Career  
Trainees for FY 1970

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13 February 1969

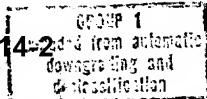
MEMORANDUM FOR: The Director of Training  
FROM : Chief, Career Training Program  
SUBJECT : Career Trainees for FY 1970  
REFERENCE : A. Memo dated 22 Jan 69 to DD/P from DD/S  
(69-0209), Same Subject  
B. Memo dated 7 Feb 69 to DD/S from DD/P  
(9-0322), Same Subject

1. In response to your request for comments on the above referenced exchange of memoranda, the following thoughts are submitted for your consideration.

2. The original proposal by the Deputy Director for Plans to supplement the enrollment of Clandestine Services internal candidates in the Career Training Program was, in the first instance, developed through consultation between CTP and Mr. [redacted] Chief of the Clandestine Services Personnel Staff. It envisaged the enrollment of additional fully qualified CS candidates in the Career Training Program who would in every respect be bona fide CTs in the SJ Career Service except that they would be retained in CS Development Complements for slotting purposes only. In all respects, it was intended that they fully meet CT selection criteria and enjoy the complete benefits of training, counseling, appropriate placement, and promotion which the Program offers its trainees. 25X1

3. Reference B. above introduced a new element into the arrangement, i. e., that the supplemental group of CS nominees for the Career Training Classes of March and July 1969 would not be officially designated "Career Trainees". Although affirming that this supplemental group should "meet the same criteria as externals to ensure the preservation of the desired intellectual and professional level of training", Reference A. does not make clear who should undertake to ensure that they do, in fact, meet such criteria. The inference to be drawn from Reference B. is that the Clandestine Services will assume this responsibility.

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4. The CS and CTP do not always agree on the suitability of candidates for the Career Training Program. Our records indicate that since the CS CT Selection Board was established in March 1966, 68 CS staff officers were recommended to the Career Training Staff for the Program. Of these, only four were rejected by CTP, and the candidacies of four others were deferred for a number of reasons. Among contract personnel, however, of 35 officers nominated CTP rejected eleven as not qualified. At the moment, there is at least one contract officer whose candidacy was rejected by CTP but who is likely to be enrolled under the proposed arrangement. Admittedly, a matter of judgment is involved, but the CT Program has evolved considerable effectiveness in its selection functions according to studies conducted by the Inspector General in April 1967, the Committee on Professional Manpower in March 1968, and Mr. Gordon Stewart's ad hoc committee on "Career Trainee Management in the Federal Service" in November 1968.

5. Reference A. limits its consideration of this proposal to supplemental CS candidates for the Career Training Classes of March and July 1969 who would complete their training in FY 1970. Reference B., on the other hand, specifies that the proposal should be implemented for supplemental candidates entering training in FY 1970, i.e., the Classes of July 1969, November 1969, and March 1970. This is a longer term than envisaged by the D/D/S since the latter two classes actually would not complete their training until FY 1971.

6. There is also a very serious incongruity involved in having two differently-administered and designated groups sitting side-by-side throughout the same training cycle. One group would be the responsibility of the CT Staff to select, evaluate, counsel, direct, assign, and promote. The other group would be the responsibility of personnel not directly familiar with the handling and training of Career Trainees. This is an important discrimination between the groups. A second discrimination, however nominal, is that one group would officially bear a "CT" label, the other would not. A third, and perhaps the most significant, discrimination is that one group would have an "inside track" on assignments, indeed are most likely to have their assignments to divisions and staffs already in hand, while the other (external) group would not. There is absolutely no question that this situation alone will plant seeds of discontent among a group of new externals whom we are trying to motivate for careers in the Agency. Our experience shows, too, that CS candidates for the Program

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who are in contract status generally are older and higher graded, although not necessarily better qualified, than the external group. An increase in the number of trainees in this category also is likely to have an adverse effect on the morale of regular Career Trainees.

7. The rationale for this proposal is not really clear. Enrollment in the Career Training Program is not essential for a CS officer for whom operational training is desired. Additional training slots regularly have been available in all of the three major operational training courses -- Operations Familiarization, and Operations Courses I and II. The proposal appears to be something of an effort on the part of the CS to implement in some degree an understanding given to many young staffers in Records Integration Division and to some contract officers that they could enter the CT Program after successfully completing their initial assignments.

8. Realizing fully that the proposal to establish two separate categories of trainees derives from reluctance to contravene existing budgetary and personnel input authorizations, I nevertheless am convinced that its implementation in present form would constitute a significant compromise of the Career Training Program's purpose, effectiveness, and respect in the Agency, and particularly in the CS itself. If indeed there are enough meaningful jobs for the increased number of CS internals being proposed -- and our experience continues to reflect a lack of substantive work for many CTs recently assigned to the CS -- I believe they should be selected and administered in precisely the same manner as all internal candidates. These would include their acceptance into the SJ Career Service. The only distinction should be in their being retained in CS Development Complement positions in the same way that CTs are enrolled in full-time language training.

9. With regard to the promotion policy cited in paragraph 3 of Reference B., the basic decision already has been made to delay the second promotion of Career Trainees. I would note that the attachment to Reference B. omits mention of CTs who enter on duty in the Career Training Program at the GS-10 level. Past practice, which I presume will continue, has been that they receive their first promotions approximately seven months after beginning formal training. We are in substantial agreement about handling promotions of Career Trainees who attain the GS-11 level in the Program. We do believe, however, that an understanding should be reached whereby CS internal candidates who are nominated for the Career Training Program at GS-11 should be expected to return to the CS with one promotion (to GS-12) as one of the benefits accruing from enrollment.

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10. The proposal with regard to supplementary CS candidates is the latest of several developments which, during the last 18 months in particular, have successively undermined, or threatened to undermine, key elements of the Career Training Program to the extent that there are relatively more stop-gap provisions than true "Program" in our activity.

11. Perhaps the first significant undercutting occurred in September 1967 when, for budgetary reasons, the Career Trainee post-training attachment period of six months was eliminated. That attachment period was more than just a trial period before a CT's acceptance for permanent assignment. An element of the attachment was the formal responsibility of the supervisor to write a plan for on-the-job development of the Career Trainee. While the technique did not operate perfectly by any means, it did stimulate positive thinking designed to take advantage of a trainee's ability and to motivate him for career employment. With the elimination of the attachment period, the Career Training Program lost all practical administrative control of the trainee to the component which was actually paying his salary as well as the effective influence necessary to evoke early career plans from supervisors. And it is precisely this on-the-job development and career planning for junior careerists which have been so much criticized in recent manpower studies.

12. Next, in May 1968, there was a marked setback in the Program's operating level. As a result, the Directorates were asked to produce specific personnel requirements, with precisely-defined job qualifications, for Career Trainees to replace what had been generalized requirements within fixed Directorate quotas for the Career Trainee prototype. The switch was not dramatically evident, perhaps, but was nonetheless real. Instead of seeking the well-educated, highly intelligent, well-motivated, flexible, personable and, in many instances, versatile individual, the new personnel requirements emphasized area studies at the graduate level, foreign language proficiency, and functional experience and competence.

13. Inadequately appreciated at the time was the fact that the Career Training Program is designed specifically for the high potential generalist whom it evaluates during a training cycle in which he is called upon to demonstrate his skills or weaknesses in a wide variety of Agency activities before it is determined where he would be best placed. The specialized personnel requirements for all practical purposes now force an early determination about an individual's assignment and thereby obviate the purpose of significant portions of the CT training package.

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14. Such requirements counter what has been probably the Program's most efficacious element, after selection, i. e., the proper placement of the trainee in line with his personality, temperament, personal aspirations and interests based upon reasonable "inside" knowledge of the Agency, and his abilities as revealed in training. The basic philosophy involved in this approach is that the Agency would in its CT recruitment stress those sought after qualities which are innate to the individual and which were, hopefully, supplemented by knowledge and abilities acquired in the formal learning process. If the latter were lacking, the Agency sought to develop them through on-the-job training as well as through formal in-house training. At present, somewhat the reverse is true. The Career Training Program finds itself having to "spot" recruit people with specific credentials in order to fill specific job requirements and, as a carryover from its former emphasis and methodology, hopefully to obtain on a secondary basis the personal attributes which seem to have been important in the past.

15. In January 1969, immediately preceding the present proposal, there developed in the CS, and to a secondary extent in the Office of Current Intelligence, a move to decelerate the promotion rate for Career Trainees. Quite aside from the fact that this deceleration breached understandings with some 100 Career Trainees already employed by the Agency, our tighter promotion situation must inevitably have an adverse impact in a very competitive recruitment market. This is especially true in view of the fact that the personnel requirements which have been submitted to CTP by operating components establish, in general, higher educational credentials for incoming trainees at the same time that promotion opportunities are decelerating. CTP is being asked to resolve essentially incompatible counter forces.

16. Many other Agency officers who are involved in recruitment and personnel management have voiced similar concern, so that this observation is hardly a revelation. But the graphic examples of our comparatively unfavorable competitive position are still somewhat startling. The Federal Management Intern Program is able to appoint junior officers at the GS-09 level, to promote them to GS-11 in one year, to GS-12 in a second year, and to GS-13 eighteen months later. The recruitment brochure for the Agency for International Development specifies minimum appointment salaries for its interns which are a shade below GS-09/1 with advancement within two years to a salary level only slightly below GS-12. I also am inclined to believe that many of the intangibles which have served in the past to attract competent people to the Agency are not as appealing to the present generation of young job seekers and that the question of salary looms relatively larger in their thinking.

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17. As revealed in the developments enumerated above, the Career Training Program is involved in continual conflict and turmoil. Its purposes are no longer as clear as they once were and it no longer enjoys throughout the Agency the stature sufficient to gain acceptance of its concepts and cooperation with its methodology. Its major difficulties of the last 18 months have been treated as individual crises in a problem-solving context. Unfortunately, however, the solution to each crisis progressively has weakened the overall effectiveness of the Program. It is no wonder that a recent Career Trainee resignee, [redacted] could say: "The CT office 25X1 .... is afraid of its shadow and has done standing pat one better; they are moving backwards as program managers". It would be a rare staff indeed which didn't develop a high degree of cautiousness once it realized its inability to implement significant aspects of a Program which had been portrayed to it and to trainees alike as keystones in the selection and development of career professionals.

18. The influence and effectiveness of this Program have been dissipated to a serious degree by "adaptations" in the face of these recent crises, so much so that it is hardly justifiable to term it a "Program" any longer. We have remaining an amalgam of techniques which are applied in a stop-gap, haphazard manner.

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13 December 1968

MEMORANDUM FOR: Deputy Director for Support  
THROUGH: Director of Training  
SUBJECT: Attrition Among Support Career Trainees

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1. There is attached a study compiled by [An] [redacted] of the Career Training Staff concerning attrition among Career Trainees assigned to the Support Services between April 1966 and June 1968.

2. The results of this study reveal that there is a significant disparity between the attrition rate among Career Trainees assigned to the Support Services (22.4%) and that of Career Trainees assigned to the Directorate for Intelligence (1.2%) and the Clandestine Services (c. 4%) during the same period. Particularly disappointing have been our experiences with Career Trainees assigned to the Office of Security and Logistics, where the loss rates have been 33% and 16%, respectively.

3. In general, limited opportunity for overseas assignment, lack of immediate job challenge, and inability to perceive any plan for career development appear to be the major reasons for this high rate of attrition among Support Career Trainees.

4. Moreover, ODT is experiencing major difficulty in recruiting new trainees for the Support Services. While the Program has filled the D/P/I and R/P/P quotas in the November 1968 Class and in the forthcoming March 1969 Class, there are only three Support candidates in the November 1968 Class (against a target of ten) and none yet for the March 1969 Class.

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SUBJECT: Attrition Among Support Career Trainees

5. While it may be an oversimplification, our experience over a long period of time forces the conclusions that the Support trainee prospect is attracted to the Agency by the expectation of broad administrative responsibilities and overseas assignment at an early point in time, but subsequently is disappointed on both counts and chooses to go elsewhere.

6. Consequently, I believe that the present Support CT Program is not likely to produce as many young Support careerists as hoped and is in need of re-evaluation to achieve consistency between its objectives and practicalities.

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[Redacted]  
Chief, Career Training Program

Attachment

Distribution:

O & 2 - Addressee  
1 - DTR  
1 - CTP  
1 - Chrono

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6 December 1968

MEMORANDUM FOR: Chief, Career Training Program  
 SUBJECT : Attrition DDCI/Career Trainer

1. This memorandum covers the period between April 1968 and June 1968, encompassing seven Support Services Courses.
2. 146 CTs attended Support Services Courses of which 123 were assigned to the DDCI. Of the 123 CTs assigned, 21 or 17% resigned and seven or 5.7% transferred out of the DDCI. 26 CTs or 22.9% resigned or transferred out of DDCI.
3. Losses during this period by DDCI offices were as follows:

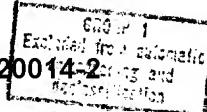
Office	First Assignment		Resignations	Transfers	% over-all losses
	month	year			
OS	13	6 - 66 1/2%	3	0	5.6%
OL	16	2 - 12 1/2%	4	0	25%
OF	13	3 - 23%	0	0	23%
OT	20	3 - 15%	0	0	15%
OC	6	0 - 0%	0	0	0%
CS/Sup	36	4 - 11%	0	0	11%
Other	14	3 - 21.4%	0	0	21.4%
<b>Totals</b>	<b>123</b>	<b>21 - 17%</b>	<b>7 - 5.7%</b>	<b>0</b>	<b>22.9%</b>

Average Ave Resignations 50 years  
 Average Grade Resignations 0K-9.6  
 Average Resignations 26.3 months

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Attachments

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11 July 1968

MEMORANDUM FOR: Chief, Placement Division  
FROM : Chief, CTP Personnel Branch  
SUBJECT : Annual Report for Fiscal Year 1968

I. Current Status of Program

In marked contrast to the most recent FY's where all efforts were bent toward filling a large CT quota, the second half of FY '68 saw a severe cutback in the Program. The first effect was felt in January. The combination of ceiling restrictions and MALPA meant that what had been initially a cloud on the horizon in a formerly sunny sky, became as the second half of the year progressed, a threatening storm. Again we would like to point out the difficulties in attempting to adjust, sometimes on a day to day basis, a Program which is, or should be, geared to the long haul. The result has been that in the recent past we have been forced to take a number of marginally qualified applicants simply to fill quotas. Now the reverse is true. We are forced to turn away a number of well-qualified candidates, including some who are outstanding. The numbers of cancellations include 42 who were fully cleared and ready for R&P, and cancellation of 16 others who were within a week or less of full clearance.

In spite of substantial cutbacks, the workload of the Branch has remained high. While this may appear to be a paradox, it can be explained relatively simply. When large numbers are called for, selectivity is low, a high percentage of applicants are placed in process, and much of this workload is routine. When operating on a reduced scale, the selectivity level is high. As a consequence a great deal more time must be spent in the consideration of each applicant in an attempt to ensure that only the best are being chosen.

The trend toward selecting individual applicants against specific job requirements in the R&P and DDS has been a complicating factor in the selection process. This decision must now be made, in most cases, during the initial Headquarters interview. This approach is at cross purposes with the approach formerly used, whereby final decisions concerning a trainee's assignment were not made until

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after extensive appraisal of him and his training record had been made. In this connection it is now more than ever imperative that the recruiter ascertain the applicant's area of interest during the field interview.

A fortunate result, from our standpoint, of the overall cutback, has been a drastic reduction in the numbers of draft eligibles under active consideration. While the military programs have not been eliminated, we are considering only those draft eligibles whom we consider to be exceptional, and whose motivation toward long range Agency employment is, as far as we can determine, unquestioned. This, incidentally, may not be so much a new departure, as a reversion to the original concept of the military program.

II. Processing Problems

With only two major exceptions, processing of CT applicants proceeded smoothly through the reporting period. The problem areas are two in number, one old, the other new. The continuing problem concerns official notification of medical rejects. It still takes approximately five weeks after the applicant is examined before we receive official word that he has been turned down.

The new and more serious problem involves the suspension of field testing. At the current time no field testing is being carried out, although plans are being formulated to divide the eight hour test - the four hours involving the intellectual aspects to be given in the field, the remaining four hours concerning attitudes, interests and other aspects of personality to be given in Headquarters. This system would create a situation in which we would be interviewing applicants without benefit of critical personality information. We believe that chances of misjudgment as to suitability for Agency employment would be greatly increased.

We face an additional problem in the scheduling of applicant interviews. Half of an additional day of processing added to the three days we already require means, in effect, for most applicants a full four days, which in turn, for many, will make almost a week away from school or job. While it is easy enough to say that "if they're really interested they'll find the time to come" such is not always the case. Our experience has been that many sincerely motivated applicants have trouble coming in for three days, four days will make scheduling that much more difficult when we are again in an open hiring situation.

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III. Forecast for FY '69

All of the evidence is not yet in but the indications are that FY '69 will show a greatly reduced Career Training Program. In FY '67 and FY '68 CT requirements were 275. For FY '69 CT requirements will be between 125 and 147. (The DDI requirements are to be between 50 and 77.) This rather drastic cutback is a consequence of such things as BALPA and personnel ceiling cuts as well as a general oversubscription for the DDP. In the DDS it is a consequence of the phasing out of the Support Generalist CT and the aforementioned ceiling reductions. DDI requirements will be substantially the same for FY '69 as they have been in the past few years.

In FY '69 we anticipate significantly increased resignations, both voluntary and involuntary, as a result of sharply decreased CT requirements and consequent difficulty in effecting assignments as well as rather gloomy forecasts concerning overseas assignments. In the DDP, and to a lesser extent in the DDS, this situation is exacerbated by a general shortage of responsible, meaningful jobs for GIs. A GI faced with six months in a routine, make-work, situation before departing for his overseas assignment can endure. If the make-work situation is stretched to one and a half to two years before an overseas assignment can be expected it becomes unendurable.

The foregoing points up a very significant problem which is the inability of the Career Training Program to serve all masters. CTP has become many things to many people. To some, it is supposed to be a source of very highly qualified young professional officers (the "top 10% of college graduates" type of officer); to other Agency officials it is a personnel pool from which "crash" requirements of all kinds can be filled; to still others, the CT Program provides a way of rewarding a loyal employee who has done a "good" job especially in an overseas post; to others it is simply the source of all young officers regardless of the type of job to be filled.

Our previous difficulties (in FY '68) in increasing the size of the CT output to meet increasing demands and our present difficulty in adjusting to reduced requirements points up the necessity of a clarification of the purpose of the Program.

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Should the Program be designed to provide a relatively small but stable input of highly qualified young officers or should it be revised to provide essential training and orientation for all young professional employees? As it is now constituted the Program attempts to do both, often simultaneously. In aiming at a smaller number of more highly qualified officers we are not trying to establish an "elite" group. However, a program designed to attract and develop the most highly qualified CTs will not satisfy the requirement of providing all Agency professional employees.

Whichever alternative is chosen, the numbers of classes as well as the numbers of candidates should be fixed and at least relatively stable. It should be obvious by this time that a program with the built-in lead time of the Career Training Program cannot and should not be required to adjust to short term changes in requirements.

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21 May 1968.

MEMORANDUM FOR: Deputy Director for Support

THROUGH : Director of Training

FROM : Chief, Career Training Program/TR

SUBJECT : A Re-evaluation of the Career Training Program

1. The Career Training Program since 1965 has operated under the concept that it should be the principal input mechanism by which junior personnel enter the professional officer ranks of the Agency. Although the figures are not available in this office, it has been our understanding that the Program has in fact accounted for approximately 40 percent of the junior professional officer input in the last two or three years. My opinion, formed during five and one-half years' direct association with the Career Training Program and its predecessor, is that this is an unrealistic proposition which was headed for serious difficulty even before recent budgetary and manpower curtailments in the Agency made their severe impact.

2. There are two major factors underlying this assessment. The first is a clear incompatibility between recruiting and training junior officers on a highly selective basis, on the one hand, and on the other hand having to find jobs for them in such large numbers that many trainees are forced into pedestrian assignments lacking long-term career growth responsibilities and advancement opportunities. The term "pedestrian" is not meant in the sense that most junior officers must perform fundamental tasks of a routine nature in the early stages of their careers in order to establish a basis for professional growth. It is used rather to connote that Career Trainees because of their numbers have in several instances been underutilized or been assigned to relatively low-level jobs which lack present and foreseeable challenge and no advancement beyond GS-11 unless they can transfer to an essentially different type of work in another component. A lengthy and expensive training investment is neither necessary nor justifiable for jobs of this kind, which can be filled more appropriately by direct recruitment.

3. The second major factor is that the Career Training Program, by reason of its largeness, is directly, immediately, and almost disastrously affected by any reduction of Agency budgetary and manpower allocations. It cannot escape taking its "share" of the cut, the only problem being that trainees already on-board are less easily eliminated than are the job requirements and slots against which they were originally hired. Because of the recruiting and training lead time, it takes between 12 and 18 months

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for the Career Training Program to adjust to changes in personnel requirements and other factors which affect its level of operation. At the moment, the Program has a large number of Career Trainees whose services the Agency does not really require during the coming year and there is still another class to commence training in early July 1968. The morale, career motivation, and prospective tenure of Career Trainees is at an all-time low, in terms of my experience, making our present effort a rather dubious venture at an estimated cost of \$21,000 per CT man-year.

4. The answer, in my opinion, is a Program of a size appropriate to the Agency's real needs for highly-qualified, extensively trained junior officers, but one which is small enough to remain relatively insulated against organizational expansions and contractions of a short-term, circumstantial nature. In view of the fact that the Program's present contraction is being forced by circumstances, I believe there ought to be a serious review of the concepts which govern its operations and under no circumstances should it return to its former excessive size in the event existing pressures are relaxed.



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